

# MEMO

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**Date:** September 15, 2004

**To:** Transportation and Communications Committee

**From:** Alan Bowser, Senior Regional Transportation Planner  
(213-236-1843) or Bowser@scag.ca.gov

**RE: I-710 (San Pedro Ports to SR-60) Community Involvement Process Milestone**

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**RECOMMENDATION:** Information Item.

**SUMMARY:** The attached report presents the final consensus resulting from six months of deliberations by broad-based group appointed by I-710 corridor communities and the I-710 Oversight Policy Committee.

Ernest Morales, the I-710 RSTIS Project Manager will brief the TCC regarding the conclusion, outcomes and next steps of this important public involvement process.

**FISCAL IMPACT:**

All work related to approving the recommended staff action is contained within the adopted FY 2004-2005 budget and does not require the expenditure of any additional financial resources.

attachment

**I-710/MAJOR CORRIDOR STUDY**  
Tier 2 Community Advisory Committee

**Major Opportunity/Strategy Recommendations  
and Conditions**

August, 2004

# Acknowledgements

## TIER 2 COMMITTEE MEMBERS

Glenna J. Amos* <i>City of South Gate</i>	Larry Galvan* <i>City of Cudahy</i>	Dr. Elisa Nicholas <i>Long Beach Alliance for Children with Asthma</i>
Harold Arsenian* <i>City of Vernon</i>	Julie C. Gonzalez* <i>City of Bell</i>	Harold Omel* <i>City of Long Beach</i>
Dr. Ed Avol <i>USC School of Medicine</i>	Steve Goodling <i>Long Beach Area Convention and Visitors Bureau</i>	Servando Ornelas* <i>East Los Angeles</i>
Hamid Bahadori <i>Automobile Club of Southern California</i>	Patricia Herrera* <i>City of Long Beach</i>	Bill Pagett <i>Technical Advisory Committee Chair</i>
Gerald Burgess* <i>City of Paramount</i>	Roger Holman* <i>City of Long Beach</i>	Noel Park <i>San Pedro Peninsula Homeowners Coalition</i>
Victor Coballero* <i>City of Huntington Park</i>	Alan Hose* <i>City of Long Beach</i>	Ray Park* <i>City of Carson</i>
Gustavo Camacho* <i>East Los Angeles</i>	Tom Houston* <i>City of Compton</i>	Luis Romero* <i>City of Maywood</i>
Malcolm Carson <i>Legal Aid Foundation of Los Angeles</i>	Randy Kendrick <i>City of Bell</i>	Patty Senecal <i>Transport Express</i>
Roberto Chavez* <i>City of Compton</i>	Bobbi Kimble* <i>City of Long Beach</i>	Harold Tseklenis* <i>City of Downey</i>
Louis Diaz <i>International Brotherhood of Teamsters</i>	Angelo Logan <i>Coalition for Environmental Health and Justice</i>	Linda Vitale* <i>City of Long Beach</i>
Clifford Dunbar* <i>City of Bell Gardens</i>	Dr. Joseph Magaddino <i>California State University at Long Beach</i>	Rod White* <i>City of Lynwood</i>
Bob Eula* <i>City of Commerce</i>	Mandy McLaughlin* <i>City of Compton</i>	Harold Williams <i>South Bay Council of Governments</i>
Belinda Faustinos <i>San Gabriel and Lower Los Angeles Rivers and Mountains Conservancy</i>	Dr. Domenick Miretti <i>Marine Clerks Association</i>	

\*Designated Tier 1 Community Advisory Committee Member representing corridor communities.

Note: Some communities had a change in representatives during the process

## STAFF SUPPORT

*Metro*: Lynda Bybee, Susan Gilmore, Ray Maekawa, Ernest Morales

*Gateway Cities COG*: Deborah Chankin, Richard Powers, Jerry Wood

*MIG*: Pat McLaughlin, Esmeralda Garcia, Katherine Padilla

# Executive Summary

## INTRODUCTION

This report presents the final consensus resulting from six months of deliberations by a broad-based group appointed by I-710 corridor communities and the I-710 Oversight Policy Committee. Known as the Tier 2 Committee, this group represented a broad base of interests, including local communities, academic, environmental, business, community and environmental justice. The most directly impacted communities in the corridor were invited to form community-level committees (known as the Tier 1 Committees). The chairs of these committees were also represented on the Tier 2 Committee, along with a representative named by each City Council in the remaining corridor cities.

The following guiding principles define the priorities of the Tier 2 Committee and reflect the consensus that emerged during this process:

1. **This is a corridor – considerations go beyond the freeway and infrastructure.**
2. **Health is the overriding consideration.**
3. **Every action should be viewed as an opportunity for repair and improvement of the current situation.**

The Committee recognizes that something must be done to address the current congestion and design of the I-710 freeway. The high number of trucks on the freeway uses up capacity and the mix of cars and trucks poses a serious safety concern. The committee agrees that the hybrid design concept presented could accomplish maximum build out in a manner that reflects the Tier 1 CACs' concerns and recommendations for their communities, with the exception of the City of Commerce and East Los Angeles area which require further study. However, the I-710 corridor is more than just a place for trucks to pass through on their way to their final destination. It is the location of our homes, businesses, schools, parks, and lives. Today, particulates and other pollutants from diesel truck traffic in the I-710 Corridor and the ports of Long Beach and Los Angeles are our communities' primary air-quality-related health concern. **Therefore, the conditions for major infrastructure improvements must be as follows:**

1. Implement a corridor level action plan to improve community air quality.
2. Major infrastructure improvements must be conditioned on achieving air quality goals to protect public health; corridor air quality must comply with county, state and federal standards prior to the start of mainline construction

and the entire project taken as a whole must result in a net reduction in criteria pollutants.

3. Prior to the initiation of the environmental review process, all Tier 1 Community Advisory Committees must have formally endorsed the freeway improvement design concept.
4. Prior to adopting a preferred alternative the OPC must conduct a study and cost benefit analysis of potential goods movement alternatives as an alternative to increasing the capacity of the I-710 Freeway.
5. A study of the impact of construction on air quality, traffic, congestion, noise and impact on surrounding communities must be conducted, and if construction does go forward, specific mitigation plans must be developed and put into effect during the construction process to minimize and mitigate the impact of construction on the surrounding communities.
6. Major infrastructure improvements must be conditioned on achieving a net decrease in noise impacts upon the affected communities.

The Committee recognizes that certain aspects of the design concepts, particularly for designated on-ramps, may be appropriate for implementation prior to addressing the “mainline” issues. However, these improvements cannot be constructed in isolation from all of the other recommendations such as public health, community enhancement, and noise abatement. The I-710 design must take into account the safety and quality of life of the communities in the corridor, including provisions for greenbelts and open space.

This Executive summary presents a synopsis of our committee’s findings and recommendations which are presented in eight topic areas. (Greater detail is provided in the full report.)

## HEALTH

Air quality is the number one public health issue. Poor air quality has had significant negative impacts on public, economic, environmental and community health in the corridor. Particulates and other pollutants from diesel truck traffic in the I-710 Corridor and the ports of Los Angeles and Long Beach are our communities’ primary air-quality-related health concern. The first consideration for approval of any improvements within the I-710 corridor must be the project’s ability to reduce air quality impacts. Therefore, these steps must be taken before construction can begin on the “mainline” project to reduce air pollution.

The Tier 2 Committee recommends the following air quality improvement strategies:

1. Develop an action plan to improve air quality in the corridor.
2. Implement a corridor level action plan to improve community air quality.
3. Implement local alternative fuels/electrification and/or hydrogen policies and programs to reduce diesel emissions.
4. Pursue opportunities for incremental improvements.
5. Implement port-specific air quality improvement strategies.

## JOBS AND ECONOMIC DEVELOPMENT

The twin ports of the San Pedro Bay generate significant economic benefits for the region as a whole. However, the cost associated with the movement of goods is primarily borne by local communities. These external costs, including increased levels of pollution, have reduced the attractiveness and livability of these communities. To address this imbalance, local residents and businesses must become net beneficiaries of the continued growth in international trade through the local ports. Improvement of air quality and the environment are essential for the area to take advantage of and capitalize on the area's assets. In addition, an investment in education is necessary to continue to diversify the economy and provide economic opportunity for residents.

The Tier 2 Committee recommends the following economic development strategies:

1. Position the I-710 corridor and Gateway communities for a post-oil economy.
2. Create a community environment that attracts and retains businesses and residents who can support a new gateway cities economy.
3. Enable the I-710 corridor and Gateway communities to become more proactive in today's economy.
4. Institute corridor-wide programs and partnerships to equip area residents with the skills needed to move into higher-paying jobs in this new economy.
5. While promoting the importance of all business, specifically recognize small business as an economic driver and foster its growth within the communities.
6. Consistent with current law, advocate policies at the national, state, regional and local levels to require businesses that benefit from any potential I-710 improvements to pay living wages.

## SAFETY

The I-710 corridor is one of the most unsafe freeways in the State. Increasing truck traffic, conflicts between cars and trucks, aging infrastructure, and outdated design are all contributing causes to accidents in and around the freeway. The high concentration of older trucks, which frequently become disabled, poses a significant safety hazard, as do truck intrusions into nearby communities and neighborhoods. Just as the Alameda Corridor helped reduce conflicts between trains and automobiles, any improvements to the I-710 corridor must resolve the inherent conflicts between automobiles and trucks.

The Tier 2 Committee recommends the following safety improvement strategies:

1. Continue support and implementation of safety programs.
2. Increase enforcement of traffic and vehicle safety laws and regulations.
3. Increase public and trucker education on safety and neighborhood issues.
4. Implement infrastructure improvements.
5. Separate trucks and cars.

## NOISE

Excessive noise is a serious public health concern in the corridor and cannot be resolved by simply building more sound walls. A comprehensive analysis of noise along the corridor must lead to a plan that recognizes the health impacts to our communities and seeks to resolve those impacts by providing appropriate relief. Major infrastructure improvements must be conditioned on achieving a net decrease in noise impact upon the affected communities.

The Tier 2 Committee recommends the following noise control strategies:

1. Provide appropriate and effective sound walls to reduce noise impacts to neighborhoods and schools adjacent to the freeway.
2. Implement noise mitigation programs.
3. Conduct a study to assess how truck traffic from extended gate hours for trucks and 24/7 port operations will impact communities, and assess what mitigations may be appropriate.

## CONGESTION AND MOBILITY

The major purpose of congestion relief must be to improve the quality of life and economic vitality of the corridor rather than simply to accommodate port growth. The current corridor capacity is not adequate even for the existing demands in the area. The current conditions along the corridor are simply not acceptable. The Committee suggests an approach that provides multiple options for personal mobility – auto, pedestrian, bike and transit – within the corridor. Likewise, goods movement requires a comprehensive, regional approach that reduces bottlenecks in all segments – ship, truck, and rail.

The Tier 2 Committee recommends the following congestion and mobility strategies:

1. Maximize use of existing infrastructure.
2. Implement expanded public transit solutions.
3. Provide a comprehensive bicycle and pedestrian network with connectivity throughout the area.
4. Develop a consistently implemented plan with cities and residents to mitigate construction impacts and maintain access.
5. Support cooperative planning among all ports along the West Coast.

## COMMUNITY ENHANCEMENTS

The I-710 corridor is more than just a place for trucks to pass through on their way to their final destination. It is the location of our homes, businesses, schools, parks, and lives. Plans for future improvements to the I-710 are not intended to solely address congestion and mobility problems. Instead a revitalized I-710 must be the catalyst to enhance local communities along the corridor, creating an even more desirable place to live, work, and play. Major infrastructure improvements must also be conditioned on conclusion of satisfactory agreements with the neighboring communities to fully mitigate negative aesthetic impacts and to mitigate the impacts of any increased light and glare.

The Tier 2 Committee recommends the following community enhancement strategies:

1. Preserve existing parks, open space, and natural areas.
2. Develop and implement community enhancement projects.
3. Provide programs to minimize construction impacts.
4. Develop and implement a plan for arterial streetscapes.
5. Mitigate light and glare in surrounding communities.



## DESIGN CONCEPTS

A new design concept for I-710 and/or alternative transportation modes for vehicles and goods movement is needed that responds to the specific design recommendations developed by the Tier 1 CACs to minimize or limit take of homes within their communities along I-710. The hybrid design, as developed to date, does a credible job of accomplishing this goal. However, final decisions on project configuration can only be made subsequent to incorporation of the further study of East Los Angeles and City of Commerce and upon completion of cost benefit and environmental studies. The I-710 design must take into account the safety and quality of life of the communities located next to the freeway, including provisions for greenbelts and open space.

The Tier 2 Committee recommends the following design concept strategies:

1. Endorse the specific Tier 1 CAC recommendations included in the Appendix.
2. Support capacity enhancement improvements for the I-710 Freeway upon meeting the conditions recommended in this report, including those recommended by both Tier 1 and Tier 2 CACs.
3. If economic and environmental studies show that expansion of the freeway is necessary, develop new transportation infrastructure for I-710 that separates cars from trucks.
4. If economic and environmental studies show that expansion of the freeway is necessary, locate the new truck lanes in such a way as to minimize community impacts.
5. Redesign unsafe and congested interchanges on I-710.
6. Consider future needs and requirements in implementing new I-710 design.
7. If economic and environmental studies show that expansion of the freeway is necessary, upgrade of the existing freeway must satisfy criteria detailed in this report.

## ENVIRONMENTAL JUSTICE

In the fifty years since the freeway was first built, the corridor has become home to minority and low-income populations. For many years, the people who live within the corridor have shouldered an unfair burden in health, economic, and quality of life issues. Environmental justice requires a mechanism for the meaningful involvement of all people in the transportation decision-making process and to ensure that the low-income and minority communities receive equitable distribution of the benefits from transportation activities without suffering disproportionate adverse impacts.

The Tier 2 Committee recommends the following environmental justice strategies:

1. Include the corridor communities in the planning process, in a meaningful way, including provision of appropriate language translation.
2. Ensure that impacts do not disproportionately fall on low-income people or people of color.
3. Ensure that the benefits from the projects flow to the corridor communities.

## ORGANIZATION AND PROCESS

To ensure that the work of the Tier 2 Committee is carried forward as set forth in the full report, a task force of representatives from the Tier 2 CAC, the OPC and the TAC should be established to plan and oversee the implementation of the conditions and recommendations of the Tier 2 CAC.

The Tier 2 Committee recommends the following organization and process strategies:

1. This Tier 2 Report will be formally “agendized” and presented to the OPC when it convenes in September 2004 for its consideration and decision. All Tier 2 members will be invited to the OPC meeting, and the presentation of the Tier 2 report will be delivered by a representative group of Tier 2 spokespersons.
2. Following the OPC’s meeting, there will be a follow-up meeting(s) of the Tier 2 Committee to discuss actions taken by the OPC.
3. Prior to the beginning of any formal EIR for the I-710 Major Corridor Study, Metro (MTA) and the Gateway Cities COG will work with the communities, appropriate agencies, organizations and community groups in developing a collaborative process for community participation in the environmental review process. This process will continue to work collaboratively throughout the EIR process.

## CONCLUSIONS AND NEXT STEPS

This report is hereby presented by the Tier 2 CAC to the I-710 Oversight Policy Committee. The Committee expects that its recommendations will be carried forward by the OPC, the Gateway Cities COG, the Los Angeles County Metropolitan Transportation Authority (Metro), the Southern California Association of Governments (SCAG) and the California State Department of Transportation (Caltrans). Further, we expect our recommendations to be used as required guidance in the planning and development of

future corridor improvements. The Committee and the communities we represent expect to have continued formal and meaningful participation in the I-710 corridor improvement process and look forward to working with the OPC and future project sponsors toward an improved and revitalized I-710 Corridor.